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ABSTRACT

A proposal to create a state-funded work-study program for California postsecondary education is presented, including guidelines for program eligibility and responsibilities. The California Postsecondary Education Commission's proposal recommends: the use of both nonprofit and profit-making organizations as potential employers; employment that is related to student's career aspirations and skills; funding for summer employment and for tutorial and other services in the elementary and secondary schools; and maximum compatability of the program with existing California financial aid programs. In contrast to the federal College Work-Study Program, the state program would involve a different sector of potential employers and different criteria for student participation. In addition to providing guidelines for institutional, employer, and student eligibility and responsibilities, responsibilities of the California Student Aid Commission are suggested. Institutional responsibilities include: the employer/institution agreement, referral and placement of students, restrictions on placement and compensation, state and employer share of compensation paid to students, and carryover of funds. (SW)

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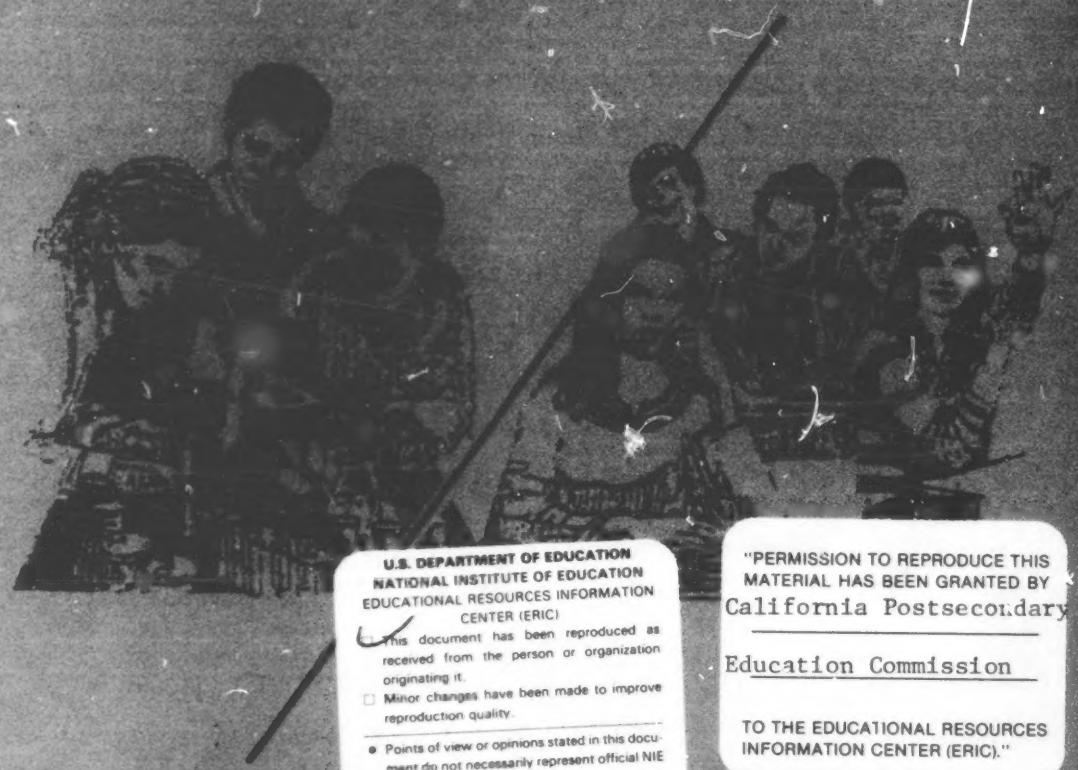
PROPOSAL FOR A CALIFORNIA STATE-FUNDED WORK-STUDY PROGRAM



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The California Postsecondary Education Commission was created by the Legislature and the Governor in 1974 as the successor to the California Coordinating Council for Higher Education in order to coordinate and plan for education in California beyond high school. As a state agency, the Commission is responsible for assuring that the State's resources for postsecondary education are utilized effectively and efficiently; for promoting diversity, innovation, and responsiveness to the needs of students and society; and for advising the Legislature and the Governor on statewide educational policy and funding.

The Commission consists of 15 members. Nine represent the general public, with three each appointed by the Speaker of the Assembly, the Senate Rules Committee, and the Governor. The other six represent the major educational systems of the State.

The Commission holds regular public meetings throughout the year at which it takes action on staff studies and adopts positions on legislative proposals affecting postsecondary education. Further information about the Commission, its meetings, its staff, and its other publications may be obtained from the Commission offices at 1020 Twelfth Street, Sacramento, California 95814; telephone (916) 445-7933.

PROPOSAL FOR A CALIFORNIA
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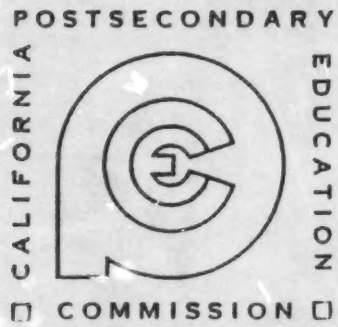

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1020 Twelfth Street, Sacramento, California 95822

Commission Report 85-1

Adopted January 21, 1985

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RATIONALE FOR A STATE-FUNDED WORK-STUDY PROGRAM

The California Postsecondary Education Commission proposes the creation of a State-funded work-study program to provide California's college and university students who demonstrate financial need the opportunity for earnings that will help defray their costs of education while providing them valuable experience in career-related employment. This program will not only extend existing financial aid dollars through employer contributions but also make inroads into the student debt burden stemming from the current reliance on student loans to finance higher education in California.

The Commission advocates the program for the following reasons:

- The rising student costs for housing, food, books, supplies, and transportation, plus increases in student fees and tuition, have not been met with a corresponding commitment by the State to provide the financial aid necessary to offset these increases and assure access and choice for eligible students.

- Reductions in federal student aid support and tighter eligibility requirements for federal funds have increased the need for the State to reassess the adequacy of its aid programs.

- Increased reliance on student loans has led not only to escalating long-term indebtedness of young people entering the labor force but increased default rates and concomitant government efforts to assure lender and borrower accountability.

- Work-study offers a way to increase the effectiveness of limited government funds, since institutional and financial aid employer contributions extend the amount of these resources.

- Work-study exemplifies the "self-help" approach to financial aid, whereby students develop self-reliance and discipline as well as work skills by earning at least a portion of their educational expenses.

Based on the Commission's recent staff study of the existing federal College Work-Study Program and state-funded work study programs elsewhere, the Commission advocates a California program with the following characteristics:

- The use of both non-profit and for-profit organizations as potential employers;

- Employment that is related to student's career aspirations and skills;

- Funding for summer employment and for tutorial and other services in the elementary and secondary schools; and

- Maximum compatability of the program with existing financial aid programs in California.

In seeking to make the proposed program as compatible as possible with existing programs, the Commission believes that the personnel and agencies responsible for administering and monitoring present financial aid programs at both the State and the campus level are the most appropriate for undertaking the new program. The locus of operational responsibility would remain at the campus level, while oversight, monitoring, and evaluation would take place at the State level through the California Student Aid Commission.

On the following pages, the Commission suggests guidelines for program eligibility and responsibilities for institutions, students, and employers as well as for the Student Aid Commission in monitoring and evaluating the program. These guidelines are not intended to constitute regulations and may be subject to change as the program evolves. However, they seek to implement certain elements crucial to the goals of the program and should be evaluated using the following basic assumptions:

1. The California State Work-Study Program should be distinct from the federal College Work-Study program, since it seeks to involve a different sector of potential employers and provides different criteria for student participation.

2. The program should supplement and not supplant current State-funded financial aid programs. That is, its funding should not substitute for existing grant and loan funds, since grants and loans are necessary elements in State financial aid. Instead, used in conjunction with these other types of financial aid, work-study could narrow the gap between student financial needs and limited State resources.

3. Provision should be made for an initial stage of development and evaluation that will allow the program to become operationally effective and demonstrate its viability as a financial aid alternative before full-scale implementation.

4. The program should be administered within the current system of State-funded financial aid, with the California Student Aid Commission having responsibility for disbursement of funds and program oversight.

PROPOSED GUIDELINES FOR PROGRAM ELIGIBILITY AND RESPONSIBILITIES

INSTITUTIONAL ELIGIBILITY

All postsecondary institutions currently eligible to participate in California's State-funded grant programs or federal financial aid programs shall be eligible for participation in the California State Work-Study Program.

EMPLOYER ELIGIBILITY

Public institutions of postsecondary education, non-profit organizations, and profit-seeking businesses are potentially eligible to employ students under the State Work-Study Program.

Non-profit organizations and profit-seeking businesses must be non-sectarian and non-political. They may include government agencies, hospitals, and other non-profit organizations currently eligible to participate in the federal College Work-Study Program as well as employers producing goods or providing services for profit.

Students may be employed by out-of-state employers licensed to conduct business in their home state, but prior approval for such positions must be obtained from the Student Aid Commission.

STUDENT ELIGIBILITY

To participate in the California State Work-Study Program, students must meet the following criteria:

1. They must be residents of California.
2. They must demonstrate "financial need" as calculated according to the uniform methodology system of need analysis.
3. They must be enrolled or accepted for enrollment on at least a half-time basis at an eligible institution of postsecondary education.
4. They must demonstrate that they are maintaining satisfactory academic progress as determined by their institution in a program leading to a degree or certificate of completion.

INSTITUTIONAL RESPONSIBILITIES

Institutional Agreement: Each eligible institution must sign an Institutional Agreement with the Student Aid Commission prior to participating in the program, acknowledging its willingness to administer the program according to the published rules and regulations and program guidelines.

Determination of Student Eligibility: The institutional financial aid office must determine student eligibility based on the uniform methodology system of need analysis. The financial aid administrator may make reasonable adjustments on an individual basis to the computed total applicant resources if individual circumstances affect the family's ability to contribute. The institution must also determine that each participant is enrolled or accepted for enrollment on at least a half-time basis as an undergraduate, graduate, or professional student and is making satisfactory progress toward a degree or certificate of completion, as defined by the institution.

Employer/Institution Agreement: Potential work-study positions may be located either by appropriate institutional personnel or, if institutional policy permits, by eligible students themselves in cooperation with the appropriate institutional office. A formal agreement should be entered into by the institution, acting as the Student Aid Commission agent, and the prospective employer, specifying the responsibilities of each of the parties.

Referral and Placement of Students: The following two priorities, in the order listed, must be followed at the time of job referral and placement:

1. Primary emphasis must be placed on assuring that students are placed in positions that are educationally beneficial in that they relate to their course of study or area of career interest. For example:

   - At the time of job placement, a student who is able to obtain employment related to his or her academic program or potential career should be awarded State work-study in favor of one who is not able to obtain such employment.

   - A student who has already declared a major should work in an area specifically related to his or her field of study or in a complementary area more likely to afford him or her with future employment opportunities.

   - A student who has not yet declared a major or made a decision regarding career objectives may be placed in a position that holds career interest for him or her.

   Educational-relatedness and career interest are important in both on- and off-campus placements, but because off-campus work experience often provides students with secondary educational benefits lacking in on-campus positions, special emphasis should be given to matching on-campus placement with the students' formal academic program or potential career.

2. The emphasis of the program is in off-campus placement with private, profit-making employers.

Restrictions on Placement and Compensation: Employment of State Work-Study students must not result in displacement of employed workers or impair existing contracts for services. State Work-Study students must not fill positions that have been occupied by regular employees during the current or prior academic year. Placements under the State Work-Study Program must not violate any applicable collective bargaining agreements or fill any positions that are vacant because the employer's regular employees are involved in a labor dispute.

Students must be paid on an hourly basis at a rate which is comparable to the rate for comparable positions within the employing organization. If a comparable position does not exist within the employing organization, the student must be paid at a rate in keeping with the duties and responsibilities of the position as paid in a similar organization. The nature of the work performed and the background and skills required are the determinants of comparability, as opposed to part-time or student status.

The student's total compensation received under State Work-Study grants must not exceed the total amount awarded by the student's institution. The employer may not allow earnings from the State Work-Study Program in excess of the amount authorized by the institution.

Generally, a student should not be employed under the State Work-Study Program in excess of 20 hours per week while classes are in session. A student must not work in excess of 40 hours per week, even during periods when classes are not in session.

As noted earlier, work performed by a student under the State Work-Study Program cannot be sectarian related nor may it involve any partisan or non-partisan political activities.

State and Employer Share of Student Compensation: The State share of compensation paid students employed by non-profit organizations and institutions cannot exceed 70 percent of the student's gross compensation. The State share of compensation paid students employed by all other employers cannot exceed 60 percent of the student's gross compensation. A financial administrator may negotiate a matching ratio below the 60 percent maximum for private, profit-making business but may not exceed the 60 percent State share for profit-making employers or 70 percent for non-profit employers.

Carry Over of Funds: In order to increase flexibility in the program, institutions will be allowed to carry forward or carry back a specified percentage of their annual State Work-Study allocation.

A public postsecondary institution may act as a State Work-Study employer, but it must comply with all employer responsibilities specified in the Institutional Agreement to participate as well as the responsibilities outlined below. Because of State constitutional prohibitions, a private postsecondary institution may not be a State Work-Study employer.

Because employment under the State Work-Study Program is to be educationally or career related, all on-campus employment at public institutions must demonstrate a clear relationship to the academic pursuit or career interests of the student.

Participating institutions must maintain all necessary records including need analysis documents, employer agreements, financial aid award documents, and time sheets containing hours worked per day each pay period. Disbursement of funds to students must be made through the appropriate campus office normally responsible for student payroll and must be based on periodic submission of time sheets. Records of payments made to students and employers must be maintained by the institution. The institution shall be the employer of record and paymaster.

Postsecondary institutions will be provided an administrative expense allowance for costs associated with direct administration of the program. This allowance must supplement existing budgets and support functions associated with the program. Institutions may not charge employers for administrative expenses.

State funds provided under the program are not to be used to replace institutional funds that would otherwise support student employment.

EMPLOYER RESPONSIBILITIES

An off-campus employer who is potentially interested in hiring State Work-Study students must enter into an agreement with the Student Aid Commission or a postsecondary institution acting as its agent, thereby confirming eligibility to participate and willingness to comply with all program requirements. Such agreements must be renewed annually.

In addition to the agreement, the employer must submit a statement indicating the number of its available positions and providing a job description of each position, its suggested rate of pay, the skills required of the prospective employee, and the educational benefits to be derived by the employee. Each position must be critically reviewed by the Student Aid Commission or the institution working as its agent. At a minimum, the position must be subject to audit and meet the following tests:

1. It must be of educational benefit or of career interest for potential student employees.

2. It must not result in displacement of regular workers.

3. Its rate of pay must be comparable to that of other employees in a position requiring a similar background or similar skills.

4. It must involve no sectarian or political work.

Following completion of the agreement, the employer may interview prospective work-study employees. The student should be informed of the kind of work required of the position, and the employer should be informed of the student's

ability to fill the position, so that both parties have adequate information for making a proper placement. To the extent that program priorities are satisfied, the employer may indicate which student he or she prefers to hire.

The employer must not deny work or subject a prospective employee to different treatment on the grounds of race, color, sex, or national origin, or any other discriminatory practices prohibited by State or federal law. The employer must assure that the work performed will bear relationship to the student's academic program or career interest. The employer may not place a student in a position that will result in the displacement of regular workers or impair existing contracts for services or in a position that is sectarian in nature or involves political activity.

The employer is expected to supervise the student in a reasonable manner and provide an accurate accounting of hours worked and wages earned. Payment must be on a per-hour basis.

STUDENT RESPONSIBILITIES

Each student wishing to participate in the State Work-Study Program must satisfy the requirements of the program.

Each interested student must apply for financial aid. In order to be considered for State Work-Study employment, a student must have completed and submitted for processing a Financial Aid Form or its equivalent and must have fulfilled all other institutional requirements for financial aid application.

After having applied for financial aid, the student must be determined eligible to participate in the State Work Study program.

Each State Work-Study student must report any changes affecting his or her job description, enrollment, or financial status to the financial aid officer.

Each State Work-Study student must maintain satisfactory progress as determined by the institution.

CALIFORNIA STUDENT AID COMMISSION RESPONSIBILITIES

The California Student Aid Commission will maintain ultimate administrative responsibility for the State Work-Study Program. The Commission will establish program rules and regulations and provide additional guidelines and other materials to help employers or institutions insofar as their administrative responsibilities are concerned.

In administering the program, Commission staff will convene an Advisory Committee to provide recommendations on matters pertaining to program direc-

tion and administration. The Commission will also assemble its Advisory Committee to make recommendations concerning the parameters to be included in the funding formula used to distribute State Work Study monies to eligible institutions.

Commission staff will monitor institutional expenditures to ensure proper distribution and full utilization of funds.

In order to determine the scope of the recipient population, the Commission will gather information subsequent to the end of the fiscal year describing the population served.

The Commission will review institutional administrative practices to determine compliance with program rules, regulations, and guidelines.

SPECIAL PROGRAM ELEMENTS

Summer Work-Study: The purpose of summer work-study shall be to accommodate work experiences for eligible students who find it difficult to obtain meaningful employment during the academic year or who must engage in intensive work experience for academic purposes.

In addition to meeting all other criteria, to be eligible for employment under the summer program, a student must be enrolled at least a half-time in summer courses required for completion of a degree or certificate at his or her institution, or must be accepted for enrollment as at least a half-time student for the following term.

Tutorial and Other Services in Public Schools: Postsecondary institutions are encouraged to enter into agreements with local school districts to provide tutorial and other academically related services requested by the district.

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

1020 Twelfth Street, Sacramento, California 95814 Telephone (916) 445-7933

A state agency created in 1974 to assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs through statewide planning and coordination.

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